

## Message Text

CONFIDENTIAL

PAGE 01 MOSCOW 02926 01 OF 02 280815Z

11

ACTION EUR-12

INFO OCT-01 ISO-00 ERDA-05 CIAE-00 H-02 INR-07 IO-11 L-03

NSAE-00 OIC-02 OMB-01 PA-01 PM-04 PRS-01 SAJ-01

SAM-01 SP-02 SS-15 USIA-06 TRSE-00 DODE-00 NSC-05

ACDA-05 CU-02 SCA-01 STR-04 EB-07 COME-00 BIB-01

DHA-02 VO-03 PPT-01 /106 W  
----- 055767

R 260941Z FEB 76

FM AMEMBASSY MOSCOW

TO SECSTATE WASHDC 457

INFO AMCONSUL LENINGRAD

USMISSION USNATO

C O N F I D E N T I A L SECTION 1 OF 2 MOSCOW 2926

E.O. 11652: GDS

TAGS: PFOR, CSCE, UR, US

SUBJ: NEW CSCE APPROACH TO SOVIET MFA

REF: STATE 41095, MOSCOW 663

1. DRAFT TEXT OF NON-PAPER I WOULD PLAN TO URN THROUGH WITH KORNIIYENKO AND LEAVE WITH HIM IN MAKING APPROACH ON CSCE IMPLEMENTATION FOLLOWS. WOULD APPRECIATE DEPARTMENT COMMENTS AND SUGGESTIONS BY OPENING OF BUSINESS MONDAY, MARCH 1.

2. BEGIN TEXT. IN OUR PREVIOUS EXCHANGES FOLLOWING CONCLUSION OF THE CONFERENCE ON SECURITY AND COOPERATION IN EUROPE AT THE SUMMIT AND SIGNATURE OF THE FINAL ACT, BOTH

SIDES HAVE STRESSED THE IMPORTANCE THEY ATTACH TO THE RESULTS OF THE CONFERENCE, TO CONTINUATION OF THE CONSTRUCTIVE COOPERATION BETWEEN THEM WHICH MARKED THEN CONFERENCE ITSELF, AND TO CONTINUING EFFORTS BY ALL PARTICIPATING STATES

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 MOSCOW 02926 01 OF 02 280815Z

TO GIVE FULL EFFECT TO THE DECISIONS TAKEN AT THE

CONFERENCE.

3. WE WOULD LIKE TO CONTINUE THE DISCUSSIONS WHICH HAVE BEGUN ON THIS FAVORABLE BASIS, AND TO GIVE THEM A MORE CONCRETE AND SPECIFIC CHARACTER. TO THIS END, WE PROPOSE TO SET FORTH SOME COMMENTS CONCERNING THE GENERAL FRAMEWORK WITHIN WHICH WE APPROACH DISCUSSION OF SPECIFIC ISSUES, AND FURTHER COMMENTS CONCERNING THE PARTICULAR ISSUES WHICH HAVE BEEN MENTIONED IN OUR EXCHANGES SO FAR. THESE COMMENTS ARE OF COURSE WITHOUT PREJUDICE TO THE CONTENT OF FUTURE DISCUSSIONS, WHERE EACH SIDE WILL BE FREE TO RAISE ANY ISSUE RELATED TO THE CONFERENCE AND ITS FINAL ACT WHICH IT DEEMS APPROPRIATE.

4. IN OUR VIEW, THERE CAN BE NO DOUBT THAT THE COURSE OF EVENTS IN THE PERIOD SINCE THE FINAL ACT WAS SIGNED AUGUST 1 HAVE CONFIRMED ITS IMPORTANCE FOR ALL PARTICIPATING STATES, AS A TESTIMONY TO THEIR SUPPORT FOR THE PROCESS OF RELAXATION OF TENSIONS IN EUROPE AND AS A PROGRAM FOR FURTHER PROGRESS ALONG THIS PATH. AS OUR PREVIOUS EXCHANGES HAVE MADE CLEAR, BOTH THE UNITED STATES AND THE SOVIET UNION ARE AWARE OF THE SPECIAL ROLE THEY HAVE PLAYED AND CAN CONTINUE TO PLAY IN THIS PROCESS, AND OF THE VALUE WHICH MUTUAL CONSULTATION AND MUTUALLY BENEFICIAL EFFORTS IN THIS AREA CAN CONTINUE TO HAVE BOTH FOR BILATERAL RELATIONS AND FOR INTERNATIONAL RELATIONS IN EUROPE.

5. ON NOVEMBER 12 THE SOVIET SIDE RECALLED THE MANY STATEMENTS OF THE SOVIET LEADERSHIP STRESSING THE IMPORTANCE OF FULL IMPLEMENTATION OF THE PRINCIPLES AND AGREEMENTS OF THE FINAL ACT BY ALL PARTICIPATING STATES. THIS IS ALSO OUR APPROACH. FURTHER, IT IS OUR VIEW THAT, EXCEPT WHERE SPECIFICALLY INDICATED IN THE FINAL ACT, FULL IMPLEMENTATION IS AN OBLIGATION WHICH PARTICIPATING STATES HAVE TAKEN UPON THEMSELVES, AS A CONTRIBUTION TO SECURITY AND COOPERATION IN EUROPE, WITHOUT REFERENCE TO FURTHER NEGOTIATIONS WITH OTHER PARTICIPATING STATES. FOR THE MOST PART, THEREFORE, FULL IMPLEMENTATION IS THE CONFIDENTIAL

CONFIDENTIAL

PAGE 03 MOSCOW 02926 01 OF 02 280815Z

RESPONSIBILITY OF EACH, FOR THE BENEFIT OF ALL.

6. IN THIS SPIRIT, THE TWO SIDES' SHARED CONSTRUCTIVE COMMITMENT TO FULL IMPLEMENTATION OF ALL FINAL ACT PROVISIONS WITHOUT EXCEPTION IS OF GREAT IMPORTANCE FOR CONTINUED DEEPENING OF THE PROCESS OF RELAXING INTERNATIONAL TENSIONS. WE HAVE ALREADY TAKEN POSITIVE STEPS IN THIS DIRECTION. PROVISIONS OF THE FINAL ACT CONCERN-

ING VISAS FOR JOURNALISTS, NOTIFICATION OF MANEUVERS, AND INVITATION OF OBSERVERS TO MANEUVERS HAVE BEEN TRANSLATED INTO ACTION. STEPS HAVE BEEN TAKEN TO FACILITATE JOURNALISTS' TRAVEL AND TRAVEL FOR FAMILY REUNIFICATION. THE AMERICAN SIDE IS ALSO GRATIFIED BY POSITIVE RESOLUTION OF A NUMBER OF FAMILY REUNIFICATION AND MARRIAGE CASES OF SPECIAL INTEREST TO US AND WE WOULD HOPE FOR FURTHER CAUSE FOR SATISFACTION IN THIS IMPORTANT AREA. WE WOULD ALSO HOPE THAT POSITIVE STEPS CONCERNING TRAVEL OF DIPLOMATS WILL BE IMPLEMENTED IN THE NEAR FUTURE. OUR BILATERAL CULTURAL EXCHANGES REVIEW TALKS TOOK PLACE IN DECEMBER IN AN EXCEPTIONALLY POSITIVE ATMOSPHERE, AND WE ARE LOOKING FORWARD TO A PRODUCTIVE REVIEW OF BILATERAL CONSULAR MATTERS.

7. NOT ALL THESE STEPS RELATE WITH EQUAL DIRECTNESS TO THE HELSINKI FINAL ACT. TAKEN TOGETHER, HOWEVER, THEY CONSTITUTE A DEMONSTRATION OF THE KINDS OF PRACTICAL AND VISIBLE STEPS WHICH THE FINAL ACT ENCOURAGES, AND WHICH WOULD HAVE BEEN DIFFICULT TO ENVISAGE WITHOUT IT. WE BELIEVE IT IS IMPORTANT FOR ALL PARTICIPATING STATES TO CONTINUE IN THE SAME DIRECTION. JUST AS THE MOMENTUM WHICH HAS DEVELOPED THROUGH AND FOLLOWING THE CONFERENCE CAN BE EXPECTED TO CONTRIBUTE TO RELAXING TENSIONS AND IMPROVING RELATIONS IN MANY AREAS OF INTERNATIONAL RELATIONS, FAILURE TO MAINTAIN MOMENTUM COULD, IN OUR VIEW, HAVE UNFORTUNATE CONSEQUENCES EXTENDING BEYOND THE PRINCIPLES AND UNDERSTANDINGS SUBSUMED IN THE HELSINKI DOCUMENT.

8. IN SUGGESTING THAT OUR DISCUSSION BE GIVEN A MORE SPECIFIC CHARACTER, WE HAVE THE FOLLOWING COMMENTS CONCERNING PARTICULAR POINTS RAISED IN THE EXCHANGE OF CONFIDENTIAL

CONFIDENTIAL

PAGE 04 MOSCOW 02926 01 OF 02 280815Z

VIEWS WHICH TOOK PLACE OCTOBER 14 AND NOVEMBER 12 OF LAST YEAR, AND COMMENTS ON TWO TOPICS--TOURISM AND TRAVEL CONTROLS--WHICH HAVE NOT RECEIVED SEPARATE ATTENTION. THESE COMMENTS FOLLOW THE ORDER IN WHICH THE TOPIC APPEARS IN THE FINAL ACT.

-- DISSEMINATION OF THE FINAL ACT. A DEPARTMENT OF STATE PRESS RELEASE WITH THE FULL TEXT OF THE FINAL ACT WAS ISSUED AND IS AVAILABLE TO THE PUBLIC. THE FULL TEXT HAS ALSO BEEN PRINTED IN THE DEPARTMENT OF STATE BULLETIN AND HAS BEEN ISSUED BY THE UNITED STATES GOVERNMENT PRINTING OFFICE. IT WILL BE REPRINTED AS REQUIRED IN RESPONSE TO DEMAND. BECAUSE OF SUBSCRIPTION LISTS, THESE DOCUMENTS HAVE AUTOMATICALLY BEEN SENT TO A LARGE NUMBER OF LIBRARIES, ACADEMIC INSTITUTIONS,

MEDIA, ORGANIZATIONS AND INDIVIDUALS INTERESTED IN FOREIGN AFFAIRS IN THE UNITED STATES. IN ADDITION, THE UNITED STATES FEDERAL REGISTER HAS GIVEN INFORMATION AS TO HOW THE TEXT OF THE FINAL ACT MAY BE OBTAINED THROUGH THE GOVERNMENT PRINTING OFFICE. AS FOR PRIVATE EFFORTS, THE AMERICAN SOCIETY OF INTERNATIONAL LAW HAS PUBLISHED THE FULL TEXT OF THE FINAL ACT IN ITS MONTHLY JOURNAL.

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 MOSCOW 02926 02 OF 02 261249Z

11

ACTION EUR-12

INFO OCT-01 ISO-00 ERDA-05 CIAE-00 H-02 INR-07 IO-11 L-03

NSAE-00 OIC-02 OMB-01 PA-01 PM-04 PRS-01 SAI-01

SAM-01 SP-02 SS-15 USIA-06 TRSE-00 DODE-00 NSC-05

ACDA-05 CU-02 SCA-01 STR-04 EB-07 COME-00 BIB-01

DHA-02 VO-03 PPT-01 /106 W

----- 016803

R 260941Z FEB 76

FM AMEMBASSY MOSCOW

TO SECSTATE WASHDC 458

INFO AMCONSUL LENINGRAD

USMISSION USNATO

C O N F I D E N T I A L SECTION 2 OF 2 MOSCOW 2926

-- MOST-FAVORED-NATION (MFN) TREATMENT. THE UNITED STATES GOVERNMENT RECOGNIZES THE BENEFICIAL EFFECTS WHICH CAN RESULT FOR THE DEVELOPMENT OF TRADE FROM THE APPLICATION OF MOST FAVORED NATION TREATMENT AND WISHES TO MOVE AHEAD IN THIS AREA TO THE EXTENT PERMITTED BY RELEVANT LEGISLATION. IN ORDER TO ENHANCE OUR UNDERSTANDING OF THE INTENT WHICH ENCOURAGED THE SOVIET SIDE TO RAISE THE MATTER IN ITS ORAL STATEMENT OF NOVEMBER 12, WE WOULD APPRECIATE SOVIET VIEWS ABOUT FURTHER STEPS WHICH MIGHT USEFULLY BE UNDERTAKEN.

-- TOURISM. WE ARE INTERESTED IN DISCUSSING PROVISIONS OF THE FINAL ACT ON PROMOTION OF TOURISM WITH

THE APPROPRIATE SOVIET AUTHORITIES. THE UNITED STATES GOVERNMENT HAS BEEN IN CLOSE CONSULTATION WITH REPRESENTATIVES OF THE U.S. TOURIST INDUSTRY WITH A VIEW TO DEVELOPING PROPOSALS AIMED AT AFFORDING SOVIET CITIZENS BROADER OPPORTUNITIES TO VISIT THE UNITED STATES. IN COOPERATION WITH REPRESENTATIVES OF THE TOURIST INDUSTRY, THE EMBASSY WILL BE ESTABLISHING A PROGRAM TO PROMOTE  
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 MOSCOW 02926 02 OF 02 261249Z

THIS GOAL, AND WILL WISH TO DISCUSS ITS PROPOSALS, AS WELL AS PROPOSALS OF INTEREST TO THE SOVIET SIDE, IN THE NEAR FUTURE.

-- RADIO BROADCASTING. WE CONSIDER THAT BROADCASTS BY THE VOICE OF AMERICA, WHICH IS AN OFFICIAL UNITED STATES GOVERNMENT STATION, AND BY RADIO LIBERTY AND RADIO FREE EUROPE, ARE FULLY CONSISTENT WITH THE SPIRIT AND THE LETTER OF THE PROVISIONS OF THE FINAL ACT. IN FACT, THE FINAL ACT NOTES THE EXPANSION OF INFORMATION BROADCAST BY RADIO AND EXPRESSES THE HOPE THAT IT WILL CONTINUE. THE FINAL ACT ALSO STATES THAT THE PARTICIPATING STATES "MAKE IT THEIR AIM TO FACILITATE THE FREER AND WIDER DISSEMINATION OF INFORMATION OF ALL KINDS."

-- WORKING CONDITIONS FOR JOURNALISTS. WE ARE GRATIFIED AT THE DECISIONS TO EASE LIMITATIONS ON THE INTERNAL TRAVEL OF JOURNALISTS WHICH ARE DUE TO GO INTO EFFECT MARCH 1. WE BELIEVE THAT IMPROVED WORKING CONDITIONS FOR JOURNALISTS CAN SUBSTANTIALLY EXPAND THE CONTRIBUTION THEY ARE ABLE TO MAKE TO INCREASED MUTUAL AWARENESS AND UNDERSTANDING. IN THIS REGARD WE WOULD PROPOSE THAT THE TWO SIDES UNDERTAKE REGULAR CONSULTATIONS CONCERNING THE CONDITIONS UNDER WHICH JOURNALISTS WORK IN THE RESPECTIVE COUNTRIES.

-- FAMILY REUNIFICATION, MARRIAGE AND FAMILY VISIT TRAVEL. AS THE SOVIET SIDE IS AWARE, THERE IS NO AREA OF MUTUAL INTEREST COVERED BY THE FINAL ACT TO WHICH THE AMERICAN SIDE ATTACHES GREATER IMPORTANCE. IN OUR VIEW, THERE IS NO AREA WHERE PRACTICAL STEPS TO FACILITATE TRAVEL CAN BRING GREATER BENEFIT TO THE MUTUAL INTERESTS OF BOTH SIDES. FAVORABLE DECISIONS CONCERNING APPLICATIONS FOR TRAVEL OF PERSONS INCLUDED IN OUR REPRESENTATION LISTS, SUCH AS THOSE WHICH HAVE BEEN TAKEN IN RECENT WEEKS, ARE ALWAYS GRATIFYING. ESPECIALLY GIVEN THE STRONG POSITIVE INFLUENCE SUCH DECISIONS NECESSARILY HAVE ON THE AMERICAN CONGRESS AND AMERICAN PUBLIC OPINION,

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 MOSCOW 02926 02 OF 02 261249Z

IT IS OUR HOPE THT SUCH DECISIONS WILL CONTINUE TO BE TAKEN IN THE FUTURE AS WELL. WE ARE CONCERNED, HOWEVER, TO NOTE THAT RELATIVE TO PREVIOUS REPRESENTATION LISTS THE PERCENTAGE OF FAVORABLE DECISIONS HAS NOT BEEN AS HIGH SINCE SIGNATURE OF THE FINAL ACT AS BEFORE. AND, PRECISELY BECAUSE PERFORMANCE IN THIS AREA HAS UNMATCHED CAPACITY TO DEMONSTRATE PUBLICLY THE FAVORABLE IMPACT WHICH THE FINAL ACT HAS HAD, TO THE BENEFIT OF BOTH OUR COUNTRIES, WE CONTINUE TO ATTACH PRIORITY IMPORTANCE TO CONTINUING EFFORTS IN THIS DIRECTION. A LIST OF REPRESENTATIVE CASES WHICH ILLUSTRATE OPPORTUNITIES FOR POSITIVE ACTION IS ATTACHED.

-- TRAVEL CONTROLS. THE DEPARTMENT OF STATE WILL IN THE NEAR FUTURE INFORM THE SOVIET EMBASSY IN WASHINGTON OF A STEP THE UNITED STATES PLANS TO TAKE TO FACILITATE WIDER TRAVEL BY SOVIET CITIZENS IN THE UNITED STATES. SPECIFICALLY, THE AREAS IN THE UNITED STATES IN THE STATES OF FLORIDA, MONTANA, IDAHO, NORTH DAKOTA, SOUTH DAKOTA, MINNESOTA AND NEW MEXICO WHICH WERE TEMPORARILY CLOSED FOR TRAVEL TO CERTAIN SOVIET PERSONNEL ON APRIL 4, 1974, WILL BE REOPENED. AT THE SAME TIME, THE EMBASSY REITERATES ITS WILLINGNESS TO DISCUSS WITH THE MINISTRY THE GENERAL ISSUE OF TRAVEL CONTROLS WITH A VIEW TO THEIR REDUCTION OR ELIMINATION. WE WOULD HOPE THAT THE SOVIET SIDE WILL GIVE FAVORABLE CONSIDERATION TO POSSIBILITIES FOR RECIPROCAL ACTION AND FOR FURTHER STEPS ON BOTH SIDES MIGHT TAKE IN THIS IMPORTANT AREA.

-- TRAVEL OF REPRESENTATIVES OF SOCIAL ORGANIZATIONS. WITH REFERENCE TO THE TOPIC, RAISED BY THE SOVIET SIDE IN ITS ORAL STATEMENT OF NOVEMBER 12, IT IS OUR VIEW THAT PRACTICES BY BOTH SIDES IN THIS RESPECT SHOULD BE DISCUSSED, IN THE FIRST INSTANCE, DURING THE UPCOMING CONSULAR REVIEW TALKS.

-- MULTIPLE ENTRY/EXIT VISAS FOR LONG-TERM STUDENTS AND BUSINESSMEN. IN THE COURSE OF THE CONSULAR REVIEW TALKS, WE PLAN TO RENEW THE PROPOSAL IN OUR  
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 MOSCOW 02926 02 OF 02 261249Z

NON-PAPER OF OCTOBER 14 TO APPLY THE PROCEDURES

ADOPTED CONCERNING VISAS FOR RESIDENT JOURNALISTS  
TO STUDENTS AND BUSINESSMEN WHO RESIDE FOR LONG  
PERIODS IN THE OTHER COUNTRY.

-- DELAYS IN VISA ISSUANCE. THE DIFFICULTIES WHICH  
MAY ARISE BECAUSE OF VISA ISSUANCE DELAYS ON BOTH  
SIDES SHOULD ALSO BE DISCUSSED IN THE CONSULAR  
REVIEW TALKS TO BE HELD IN THE NEAR FUTURE. END  
TEXT.  
STOESSEL

CONFIDENTIAL

NNN

## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** COLLECTIVE SECURITY, POLICIES, MINISTERIAL MEETINGS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 26 FEB 1976  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** coburnhl  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1976MOSCOW02926  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** n/a  
**Executive Order:** GS  
**Errors:** N/A  
**Film Number:** D760075-1092  
**From:** MOSCOW  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1976/newtext/t19760210/aaaaaihd.tel  
**Line Count:** 341  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Office:** ACTION EUR  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 7  
**Previous Channel Indicators:** n/a  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** 76 STATE 41095, 76 MOSCOW 663  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** coburnhl  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 08 APR 2004  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <08 APR 2004 by CollinP0>; APPROVED <01 SEP 2004 by coburnhl>  
**Review Markings:**

Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
04 MAY 2006

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** NEW CSCE APPROACH TO SOVIET MFA  
**TAGS:** PFOR, UR, US, CSCE  
**To:** STATE  
**Type:** TE  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006